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ABSTRACT

Many school districts experiencing declining enrollments and the resultant surplus space have, with active citizen input, found workable solutions that increase the stability of neighborhoods by enriching the lives of persons of all ages. This report is a guide for educators and citizens seeking alternative uses of vacant facilities. Suggestions are made for planning that involve making enrollment projections, calculating building operation costs, considering unmet educational needs, and allowing for state and federal laws affecting the use of school buildings. A brief section reexamines the demographic picture. The main body of the text describes some of the alternative facility uses that include human services centers; use by other government agencies; and conversion to housing, private schools, colleges, and adult education facilities. The final section contains names and addresses of the districts cited, additional information sources, and a list of Educational Facilities Laboratories (EFL) reports. (MLF)

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Surplus School Space: Options & Opportunities

ERIC 008 557

A report from
Educational Facilities Laboratories

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Educational Facilities Laboratories is a nonprofit organization established in 1958 by The Ford Foundation to encourage and guide constructive changes in educational and related facilities.

Surplus School Space: Options & Opportunities

A report from
Educational Facilities Laboratories

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Foreword

When school enrollments first began to decrease regionally, EFL published *Fewer Pupils/Surplus Space*, a report focused principally on demographic trends and the process of arriving at decisions on whether or not to close a school. Its thrust was to give school administrators an early warning of the outgoing tide.

Our observations of the field since then reveal a spirited range of community responses, from disruptive public dispute followed by reprisal at the polls, to durable decisions worked out openly and studiously among all interested parties. By now it is clear that the communities and school districts that are finding workable and acceptable solutions tend to be those in which there has been the broadest involvement of concerned citizens.

Unlike most EFL publications, *Surplus School Space: Options and Opportunities* is not addressed primarily to a professional audience of educational planners, architects, and school administrators. Instead, we are addressing first the many persons in the community—school board members, advisory committees, planning boards, PTA's, taxpayers, members of "SOS" (Save Our Schools), and advocates of special causes—who may be drawn to the table for the process of arriving at a decision of public policy.

The team that assembled this report included Paul Abramson, an educational consultant and writer; Cyril Sargent, the principal author of *Fewer Pupils/Surplus Space*; Joseph Ringers, Assistant Superintendent of Schools, Arlington, Virginia; and Vicki Moses, an EFL staff researcher. EFL would like to take this opportunity to thank the dozens of school people who took time to share experiences with us.

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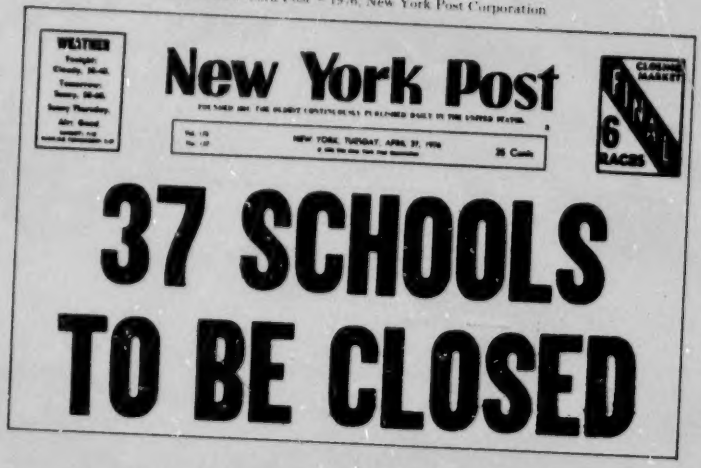


WEATHER

New York Post

CLOSING MARKET

6 RACES

NEW YORK, TUESDAY, APRIL 27, 1976

35 Cents

37 SCHOOLS TO BE CLOSED

Introduction

The eminent economist Kenneth Boulding suggests that "we are now entering the age of slowdown." Whether universally true or not, the slowing down of school enrollments has indeed descended on thousands of school districts. As one would expect, schools confronted with declines in enrollment have responded in keeping with their individual vision of the role of education in their communities, tempered or distorted by the realities of local politics.

It is quite understandable that a school district faced for the first time with surplus space will think of retrenchment and the budget relief that could flow from divestiture. But increasingly we observe that once the sense of crisis has passed, school districts and their communities are finding solutions that increase the stability of neighborhoods by enriching the lives of persons of all ages. In communities where not only the schools are shrinking but the population itself is moving away, the use of vacant school facilities can be a new resource, often already paid for, in which a myriad of programs can take place. And these programs can help to hold in town the people who otherwise may choose to leave.

In sum, the public problem of what to do with public facilities is more complex than the single question: to close, or not to close? Rather, there are options, some of which may strengthen the total community fabric and, in the end, convert the sense of shrinkage and decline to growth and resurgence. This report is an intelligent layman's guide for involvement in public policy relating to *Surplus School Space: Options and Opportunities*. Following is a summary of your major options and opportunities:

☐ A stable or declining enrollment can provide an opportunity to eliminate inefficient, badly located, or otherwise undesirable school buildings. It also provides an opportunity to assign empty facilities to educational programs and services not adequately housed during a period of boom and growth. Libraries can be expanded; facilities developed for music, art,

science, and vocational and career programs; and a home base provided for the specialists who have been added to staffs. These choices should be the first to consider when space becomes available.

☐ Closing schools or converting them to other uses is a difficult decision. Most communities do not want to give up their schoolhouse, yet they are reluctant to pay the costs of inefficient education and underused space. For most, if the building cannot be justified for conventional education, it next should be considered as another type of public facility. This redeployment of space for public programs is extremely practicable when the total population is stable while the mix is changing—fewer school-age children but more young adults and elderly, for instance. For this reason, special emphasis has been placed on the option of creating "human services centers."

☐ Whatever the situation, a school district must assemble the basic facts about its situation and effectively involve the local citizenry in the decision-making process. The facts on enrollments and enrollment projections, building capacities, operating costs of buildings, and applicable laws provide the base on which any decisions are made. In addition, an inventory of public and nonprofit organizations and their unmet space needs will provide valuable information when considering optional uses.

☐ A key question: Who retains responsibility for the surplus school? The answer, both legally and philosophically, will differ from district to district and possibly from school to school. Sometimes a school district may retain responsibility for the building and allow it to be used for other social services. In other instances the surplus school will automatically revert to another government agency, which will determine the type of reuse for the building. It is also possible for a government agency to take over the building, and, under agreement with the school district, offer its own programs. (Examples of this include park and recreation departments, intermediate school districts, and junior college districts.) Another alternative is to

create a nonprofit agency to take over the school buildings and manage programs. And, of course, there will be instances in which the school district concludes that it should relinquish all responsibility, sell the school to the private sector, and put the property on the tax rolls.

☐ More complex from financial and legal angles is the school that is partially underused, and from which conventional education should not be completely removed. Can a wing, or a floor, or some other portion be leased out to other public or nonprofit agencies? Are such other uses, and most important the *users*, compatible with a typical K–12 program? The answer must be researched in terms of local, legal, economic, and social issues before policy can be determined.

☐ A strong determining issue is whether or not a facility is to be sold or leased to a new occupant. In a sense leasing to another public agency may be a form of "mothballing." This is a hedge against the day that space is once again needed for schooling, providing the space can be retrieved without interagency strife and upheaval.

☐ Some areas already have strong community education programs that should most logically receive surplus space. Surplus schoolhouses, or portions of schools, make ideal bases from which to run the rich variety of programs that fall within the province of "community education."

☐ The mushrooming adult and school programs in career and vocational education create a need for specialized facilities. Since these programs require more area per person than regular schools, their demands for space could be met by moving into vacant school buildings.

☐ The comprehensive planning required to meet the challenge of enrollment decline throughout a district has been all too rare. The tendency is to deal with the problem on a school-by-school basis that meets each crisis as it arises. However, enrollment decline rarely affects only one school, but will touch most schools in a district to varying degrees.

☐ In many ways it is unfortunate that the impact of decline is not felt in a reverse order—first the high school, then the

middle school, and later the elementary school. Most of our empty schools are elementary schools, but it is the high schools that provide the variety of facilities most appropriate for human service centers, community colleges, adult education, recreation, arts, and the like. Comprehensive planning may reveal some ways to resolve this dilemma.

☐ Surplus schools sometimes result more from racial segregation than from declining enrollments. Where there has been no possibility of achieving the approved racial balance, school buildings have been closed. Now that magnet schools, theme schools, open enrollment, and court-encouraged alternatives to straight busing are being introduced, abandoned schoolhouses can be recycled as components of a desegregation plan.

1. 'Tis an ill wind that blows nobody any good

More space for education

School people have been complaining for years about not having enough space for special programs and services. Now there are opportunities to use vacant space for these purposes, and they are among the first uses you should consider.

If the primary school population drops enough to close one classroom in a school, maybe that space should be turned over to an enthusiastic art department or music director for some of the programs that have been stymied heretofore by a shortage of space. Possibly it can be divided to provide offices for reading specialists, counselors, and other staff not before well-housed. Maybe it can even be a faculty lounge, a community room, or PTA center.

Another choice is to house new approaches to education. For instance, in such widely separated cities as Pasadena, California, Salt Lake City, Utah, Kalamazoo, Michigan, Cinnaminson, New Jersey, and Jackson, Mississippi, vacated school buildings are being used for alternative school programs. In almost all cases the alternative school is at the secondary level, and was initiated by students, teachers, and parents, but could not be conducted within the regular high school building. The availability of an empty school enabled administrators to institute the program.

The alternative schools are not all the same. Some are what have come to be known as "traditional" alternative schools, stressing freedom of choice in courses, self-discipline, and attention to individual needs. But others have ranged from highly structured academic programs to schools for unwed mothers.

> In Illinois, where predictions are for a 17 percent enrollment decline in ten years, the state superintendent of education, Joseph Cronin, said, "My hope is that we don't look at this as a disaster, but as an opportunity to institute quality. Districts should take the extra space for special and vocational education, and reappraise the way that regular classes are taught."

'Tis an ill wind that blows nobody any good

A well-known alternative school that opened under the aegis of the Saint Paul, Minnesota, school board in a converted factory is now about to move into a vacant schoolhouse.

Of course, schoolhouses can be redeployed for other traditional grade levels as well as alternative programs. Districts can save construction funds by converting an elementary school into a junior high or middle school, and maybe back to a preschool in another decade.

Sometimes the citizens have taken over the operation of a school building when it contains educational programs the community did not want to lose. This happened with the Dudgeon Elementary School in Madison, Wisconsin, when the building could no longer be justified for continued school use. So, the Dudgeon Neighborhood Association assumed responsibility for the building in an effort to maintain and fill it with educational programs. The association pays $2 per sq ft per year for the structure, in return for complete upkeep and operation by the district.

Seven different educational users are now in the building: a nonprofit daycare service; a private K–5 school; a private co-op nursery in the mornings; a co-op nursery all day; an afternoon recreation program for children aged 5 to 10; offices of an organization providing technical assistance to daycare and preschool centers throughout the city; and adult education courses run by a technical college.

The Noche Buena School in Monterey, California, currently houses a center for children from 2 years old through kindergarten; daycare; after-school programs for children up to the age of 14; an early entrance kindergarten; an unwed mothers' center; and a preschool program for the handicapped, and children of single parents. Programs receive local, state, and federal funds. The board of education is negotiating with a college for the use of another empty school (Oak Grove), and a third school is expected to be closed in the fall of 1976.

Intermediate districts assume operating costs

One technique for providing educational services in school buildings without the district's bearing the major cost is to turn these buildings over to an intermediate district funded from a larger taxpaying area. The intermediate educational body provides special services for students from several districts. Not only does this relieve the host district of the cost of running the empty building, but it may pay rent for the space that is needed. Thus, in Plainview, New York, the vacant Manetto Hills Elementary School has been leased by the Nassau County (Long Island) Board of Cooperative Educational Services (BOCES). BOCES runs a program for handicapped children from Plainview and surrounding communities. The same BOCES leases the Baldwin Drive School from the Plainedge school district (also for handicapped students), the Park Avenue School from Merrick (for occupational education), half of the Dutch Broadway School in Elmont (for hearing-impaired youngsters), and the Salisbury School in East Meadow for the BOCES administrative center. It also rents vacant schoolrooms in several districts in the county.

Similarly, in Norwalk-La Mirada, California, the Los Angeles County Board of Education has leased a district school at $3 per sq ft annually for use by children with aphasia.

Colleges and adult education move into schools

You may want to consider another method for expanding educational services by reusing schools. In Austin, Texas, and Santa Clara, California, among others, community colleges have moved into closed high schools. In each case the community college program has been designed to meet the needs of the people in the surrounding community.

Austin had two empty high schools as a result of new construction and desegregation. Both were converted into community colleges that serve 2,500 adults a week. With low-cost cosmetic work (wall graphics, repainting, removing

the fences, and changing the entrance), the conversion from school to college became an educational do-it-yourself job. Santa Clara turned the Jefferson Intermediate School into a community college and the Agnew School into a police academy under the auspices of the community college.

In addition to community colleges, adult education programs are well suited for unused schools. These programs may be traditional hobbies and self-improvement, or can include high school equivalency opportunities, retraining for job skills, or almost any other adult-oriented program that fits community needs. In Jacksonville, Florida, adult programs center on senior citizen education, while in Norwalk-La Mirada, California, English as a second language, high school equivalency, and job training predominate. Programs can be under the auspices of the school district, or run by a local nonprofit organization or a community college.

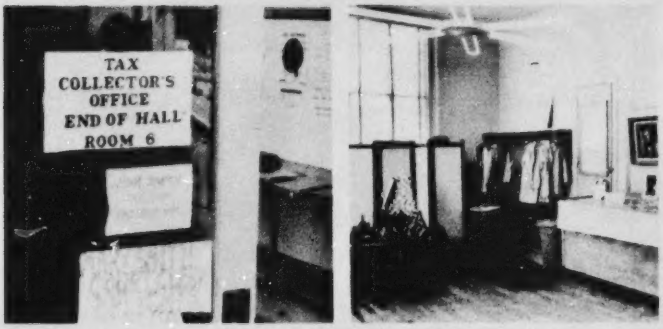
Three empty schools in Covina, California, have been reopened for adult education financed by the state. One of them shares space with an alternative high school.

The East Clinton School in Huntsville, Alabama, built in 1940, was closed because of rezoning and then sold to the University of Alabama. The building has been completely modernized for use by the medical school.

Recycling the schoolhouse as a human services center

The concept of a school building used by many segments of the community has remained academic for most. Now that there are empty schoolhouses, we have a good opportunity to test the concept of expanded public use.

One way is to simply declare a schoolhouse a community center and arrange for people to start using it. This happened in Mt. Holly, New Jersey, where the district made the John Brainerd School building available to the town government for $1, expressly for the purpose of turning it into a community center. The town's department of parks and recreation hired a director to find potential users for the new community center.



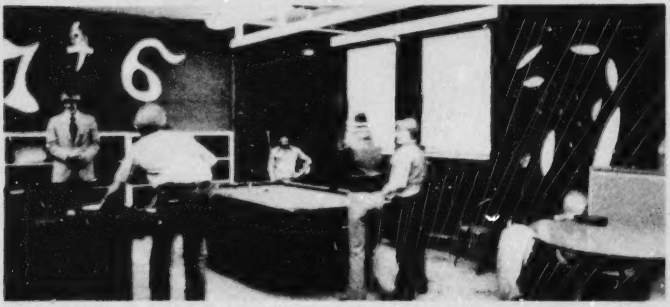
Mt. Holly Community Center, Mt. Holly, New Jersey

The director's task was complicated by the deteriorated condition of the building, which had been unused for several years and had suffered a great deal of vandalism. He suggested to local organizations that they could have a regular meeting room of their own if they would be financially responsible for renovation. Among the first groups to accept his offer and make their new homes in the old building were service clubs, a bridge club, an art guild, and a senior citizen club.

The director still works to find users for the old school building, but he now has an active and viable center. Over 3,500 people use the community center every month, attending activities that range from collecting antique bottles to learning belly dancing. The building has been remodeled to include 11 meeting rooms, two kitchens, two lounges, an auditorium, a gymnasium, a teen game room, a preschool room, and offices for the town's parks and recreation department.

In Wharton, New Jersey, the town government showed no interest in taking over the abandoned Curtis Elementary School, so the district itself determined to put the building into community use. The task of "brokering" the space was turned over to the director of adult education and community-oriented programs for the district.

The 3-story building has 15 classrooms, an auditorium, a gymnasium, and a variety of smaller spaces. The district



Wharton Community School, Wharton, New Jersey

maintains and operates the structure at a cost of $10,000 per year, but programs in the center are self-supporting.

The first client for space was the district's adult education program, which established headquarters and a whole range of self-sustaining programs and classes in the school. Boy and girl scout headquarters are also in the building, but the district does not charge these groups. Instead, the scouts police the areas the organizations use and improve the outside grounds.

Besides users who call the school home, other local organizations have become regular renters. These include several women's organizations, the local drug abuse council which runs a weekly teen center, and local businessmen's organizations that hold weekly and monthly meetings in the school. Some have established particular rooms as their own (and pay rent for them); others schedule into available space. There are no set rental fees, but each room brings in about $50 per use.

Another community takeover of an abandoned elementary school occurred in Wichita, Kansas, when the school district moved all of its operations out of the Eureka School in one of the city's poorer areas. The 20-classroom building with a large gymnasium was in good condition and was an important asset to the community. The federally supported Community Action Program of Wichita made a survey to see how it could be used and supported.

A listing of the services in the Eureka Community Center reveals the wide range of programs that can fit into empty school space: health clinics including venereal disease, prenatal, and outpatient care; legal aid; a library; consumer education programs, including sewing and cooking classes, shopping tips, and nutrition and budgeting information; an economic survival program; a senior citizen center including a nutrition program, health services, games, trips, and companionship; manpower job counseling; Alcoholics Anonymous; Operation Share, a cooperative run by 52 churches that makes clothing available to the needy; a drug counseling clinic; a recreation program in the gymnasium and the fields; a Community Action Program that takes outreach services to persons who cannot go to the center; weekly square dances and other social events; community meeting rooms for organizational use; movies; counseling and tutorial programs for dropouts; adult basic education programs; and preschool and daycare programs.

The school district leases the building to the Community Action Program for $1 a year, and CAP maintains the facilities. Agencies that can afford to, pay rent. Those that cannot, use their space free. Some programs receive federal, state, or local funds. In addition, the center accepts donations, runs bingo nights, and otherwise works to put together the dollars necessary to keep the building and its program available to the public six days a week from 8 A.M. to 10 P.M.

When the school district administrators in a town in Wisconsin decided to close a rural school in nearby Pickett, the community rallied to prevent the building from falling into the wrong hands by buying it themselves. Eighty of the 400 families in and around Pickett invested $10 each to become shareholders in the Pickett Community Center, Inc., a nonprofit corporation that would buy and operate the school as a service to the community. Individuals and businesses made donations, and volunteer workers raised money with tried and tested activities such as bake sales, card parties, and square and polka dances.

The district accepted an offer of $5,500 for the building, and the nonprofit corporation obtained three grants totaling $10,700 for remodeling, and operating programs for the senior citizens, handicapped, and low-income citizens. A nursery school charges fees that help to make it self-supporting.

'Tis an ill wind that blows nobody any good

Among the towns and cities that have put schoolhouses into use for public services benefiting the broadened community:

Sioux Center, Iowa. An empty high school sold to the city for $200,000. Half raised by revenue sharing, half from community donations. Two floors leased for $20,000 to a state agency for special education. Part of the building made into a museum with a Bicentennial grant from the state.

Foxboro, Massachusetts. A 1952 school used for preschool programs of the Kennedy Center for Handicapped Children, crisis telephone service, adult education, art club, and programs for senior citizens and teenagers. The original 1927 part of the building houses the district's administration offices and storage.

Kalamazoo, Michigan. The former Kalamazoo Central High School includes space for adult education and senior citizens. Leases space to a private school and a business school.

Bridgeton, New Jersey. Three elementary schools converted to public use. One sold for a community health clinic, one used for federal Manpower Training programs, one used by the school board for administrative offices.

Rochester, New York. The 1958 Pinegrove Elementary School converted by the department of recreation into an athletic facility and a nature center. The 22 adjoining acres are used for nature trails. The building is also used for temporary district offices, a daycare cooperative, and a senior citizen center.

Rotterdam, New York. The Mohonasen School District sold its 13 room Carmen School to Rotterdam for $125,000. It is used as a senior citizen center and a center for blind adults, as well as by a boys' club and girl scouts.

Federal Way, Washington. South King County Multi-Service Center serves as landlord in a converted 7-year-old open-plan Mark Twain School. Tenants include a private school; Alaska natives program; senior citizen center, family and child services, youth services bureau, Asian-American advisory board, boys' club, alcohol center, Jaycees, and YWCA. Building is 80 percent occupied. Lease is on a yearly basis giving the district the right to regain use when needed. The district breaks even on maintenance and operation.

Highline, Washington. Two 1954 schools converted. An 8-room school leased for five years to a mental health clinic; the school board pays for major operating costs. Other school leased for three years to a church group for a community center.

Dayton, Ohio. Former high school for 2,200 students, now called the Roosevelt Community Education Center, houses manpower developmental training, adult night school, community recreation programs, urban-rural program for improved teacher training, and a branch of the Central State West University.

Boulder, Colorado. The Highland School, built in 1800, purchased and renovated by nonprofit Historic Boulder, Inc., which leases space for adult education in the Free School, Head Start program, church offices, and studio space for artists.

Storrs, Connecticut. The town bought an abandoned 12-room elementary school. Now houses a kindergarten, daycare program, and youth program. The University of Connecticut rents studio and office space.

Urbana, Illinois. A 2-story, 15,000-sq-ft brick building was converted for $30,000 into the Thornburgh Community Activity Center that includes a senior citizen center, ceramics center, youth center, preschool, offices for the park district, meeting rooms, and a nature center.

Huntsville, Alabama. Half the Rison School is shared by the Community Ballet Association, Photography Society, Community Chorus Association, Little Theater, and the Fantasy Playhouse. The board of education has its carpentry shop and runs a daycare center in another wing.

Fort Collins, Colorado. The district spent $30,000 to convert the empty Laurel School into a community education center. A program for high school dropouts uses two floors, and the top floor is used for community education. Recreational, cultural, community, and educational meetings and activities are held six days a week, 16 hours a day. The district provides $12,000 annually for operation and maintenance plus $10,000 for programming. The county allocated two CETA (Comprehensive Employment Training Act) positions. The Poudre Valley Association for Community Education (a nonprofit organization) sets policy, hires staff, and is responsible for the community education program.

Woodstock, Ontario, Canada. The city bought a 70-year-old school building for $50,000 and converted it to a daycare center.

Former auditorium converted to meeting room at the Community Center, Sioux Center, Iowa

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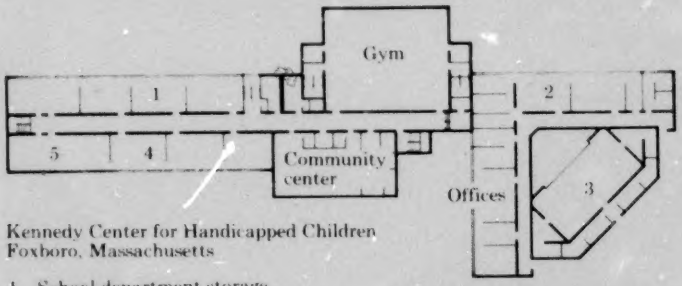
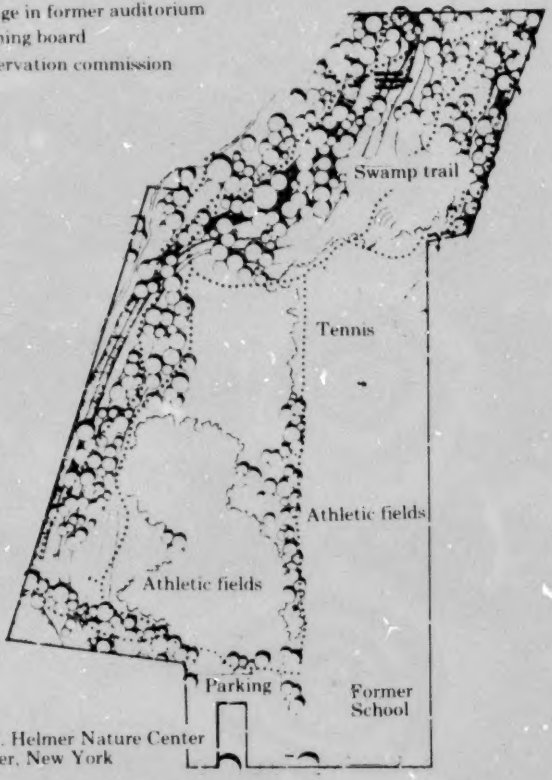
'Tis an ill wind that blows nobody any good



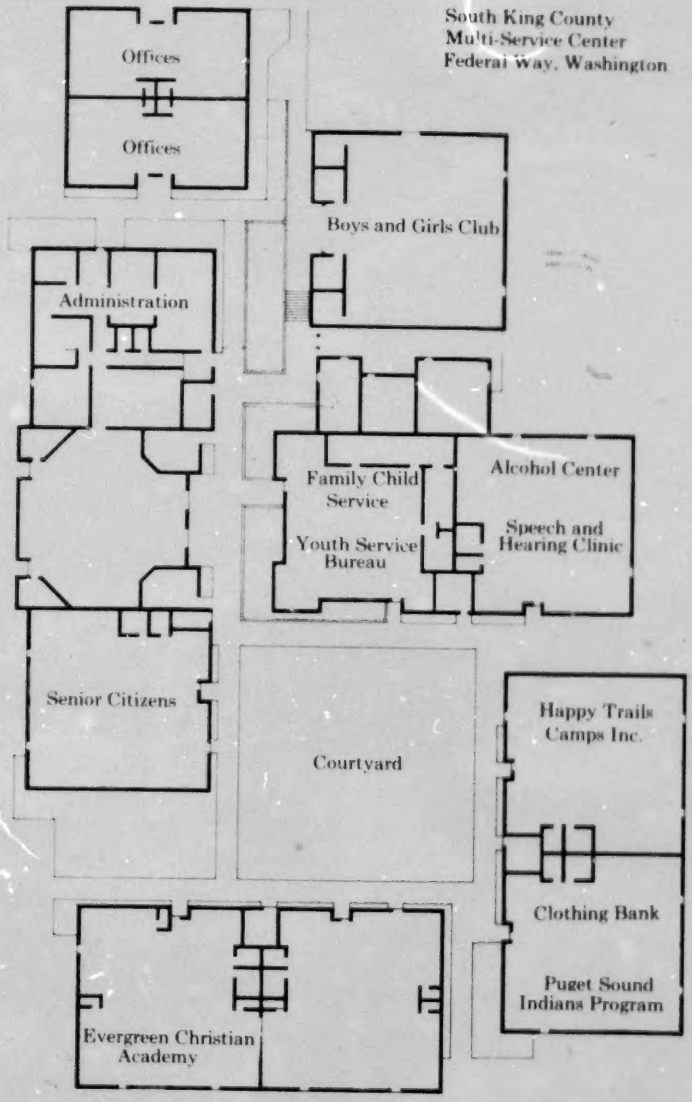
Kennedy Center for Handicapped Children
Foxboro, Massachusetts

1 School department storage
2 Conference
3 Storage in former auditorium
4 Planning board
5 Conservation commission

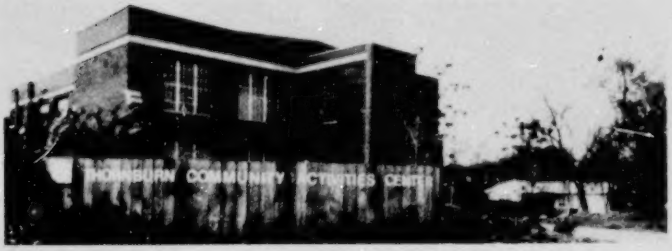


Earle W. Helmer Nature Center
Rochester, New York

South King County
Multi-Service Center
Federal Way, Washington



'Tis an ill wind that blows nobody any good



Thornburn Community Activity Center, Urbana, Illinois

Highland County Center, Boulder, Colorado

Mixing school and community

The preceding examples have all shown how empty schoolhouses have been given a new life and a new focus. However, there are countless schools that are underused but by no means empty, and have space available for compatible partners. Given the right partners, and no legal impediments, the school can become a community/school and deliver other human services in addition to conventional education. These services can include recreation, health care, libraries, senior citizen centers, and arts programs, to mention a few.

By sharing space, several advantages accrue to both parties—the school and the community. Vandalism is reduced because the building is used for longer hours than a regular school and there are fewer hours when it is closed and vulnerable. The school reaches more people, especially important when adults without school-age children are increasingly in the minority.

In the harsh terms of budgets, a shared facility reduces the overhead carried by single agencies and spreads the benefits of the school resources. And an additional benefit: many shared schools have been able to tap the reservoir of volunteers in their communities to help with school programs.

Buildings designed specifically as community/schools are making a strong impression on educators and public officials around the country. A few notable centers have been built (see EFL's *Community/School: Sharing the Space and the Action*), but the real future in this movement may lie in converting existing schools and keeping the scale small. Some districts have a legal impediment to this proposal, so make sure that your laws permit you to mix school and community under one roof. If the law does prevent sharing, consider what steps can be taken to change the law. And, of course, the users must be compatible with school-age students.

In Ottawa, Ontario, Canada, the century-old Crichton Elementary School was saved from closing by community clamor. Part of the building still operates as a regular school, and two rooms were assigned for a provincially funded pro-

gram for mentally retarded children. During the day the Municipal Arts Center runs adult art classes, and there is also a daycare center. Several community programs are operated after school hours by a community council that works through a liaison officer with the board of education.

A task force in Eugene, Oregon, recommended that no elementary schools should be closed when enrollments shrink. When a school is under 75 percent of its capacity, a committee comprising school and community representatives should determine how best to use the empty spaces. In general, preference will be given to special education programs and then to other public programs. If the private sector takes space, the income would be used for relieving overcrowding in schools in other sections of the district.

(EFL has prepared a memo on many of the legal, program, and management aspects of school space that is shared with other government agencies. Copies are available free-of-charge by writing to EFL, 850 Third Avenue, New York, N.Y. 10022.)

Senior citizens come of age

While school-age population is declining, medical science has increased the average lifespan which, combined with pressures to retire earlier, results in a large and growing population of retired senior citizens. They are interested, vital, and looking for things to do and people with whom to do them. These senior citizens are becoming increasingly organized and are appropriate users of space no longer needed by members of the younger generation. They are also willing to share space and volunteer their time and talents.

In Austin, Minnesota, senior citizens had been saying for years that too much was being done for young people and not enough for them. They pointed to schools, colleges, and recreation facilities for youth and contrasted that with the total lack of public facilities for retired persons. When the Whittier Elementary School was vacated by the board of education some four years ago, they demanded—and got—the building.

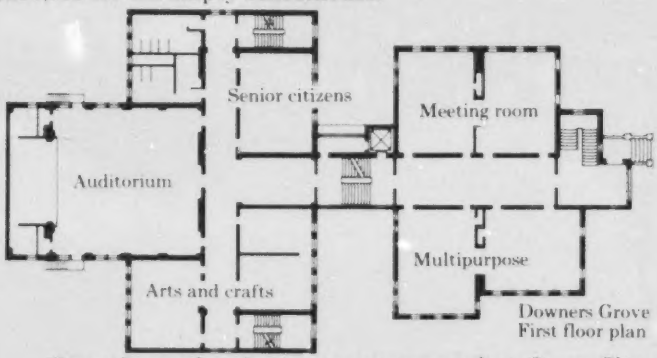
The senior citizens organized themselves and rented the school for $100 per year. The board agreed to make major repairs, but the senior citizens do the custodial work and pay for operating the building and minor repairs. The seniors raised money for repainting the building, paneling some rooms, adding carpeting and draperies, and lowering the ceiling of the old gymnasium (they felt that basketball would not be their game, and shuffleboard does not need high ceilings). The renovation work was undertaken by students at the local vocational-technical school as a learning experience.

Mower County Senior Citizens Center, Austin, Minnesota, provides bus service for its members

In Seattle, Washington, SPICE, a food program for senior citizens, operates in underused public schools. One of the purposes is to encourage the use of the elderly as teacher aides and lunchroom assistants.

Arts, libraries, and recreation

At a time when school bond issues were being voted down by taxpayers all over the country, the citizens of Downers Grove, Illinois, voted for a five-year, $1-million levy to renovate a 3-story school into a recreation center. The bond was proposed by the park district, which had paid the board of education $250,000 for the empty schoolhouse.

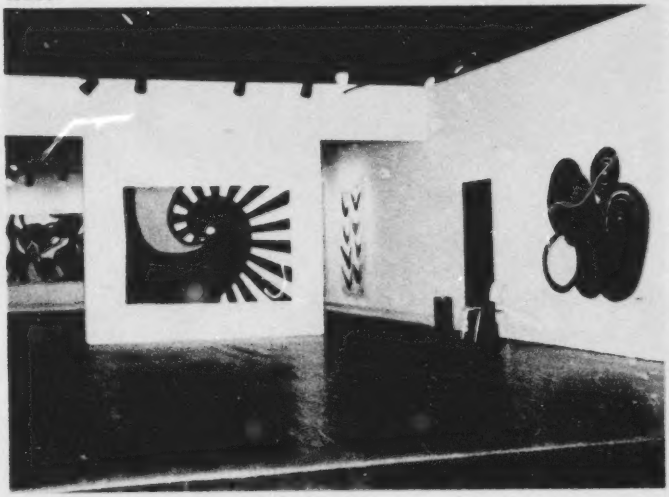


Downers Grove
First floor plan

Sometimes sale prices are even more modest. Ocean City, New Jersey, paid its board of education only $1 for a 3-story grammar school ten years ago. The city made the building available to two arts groups, and the center now serves as a major tourist and art attraction in the area. The Historical Museum exhibits on the ground floor, funding its collection with some city money, donations, and memberships. The Cultural Arts Center renovated the top two floors into studios rented by artists or used for teaching. A number of artists have taken up residence in the top floor studios.

Ocean City is not alone in turning from education to art in an old school. In Madison, Wisconsin, the Madison Arts Association rents the former Lincoln Elementary School

building for $1 per year. The 1964 building is supported with gifts, memberships, and fees from exhibitions and classes, and with the proceeds from a retail art store located on the ground floor.



Another seemingly obvious user of available school buildings is the public library, but for one reason or another these institutions have been reluctant to move into school space, preferring instead to put up new structures. In one Ohio city, a multimillion dollar library is being planned three blocks from an empty high school, leaving taxpayers with two problems: raising money for one building and finding something to do with the other.

There are exceptions, and in Washington, D.C., a library was planning to move into surplus space in a school before it was built. The Garnet C. Wilkerson Elementary School was designed for 1,300 pupils, but during construction it became obvious that the enrollment would be only 900. What would have been surplus space on the second floor will be occupied by a branch of the public library that will have separate elevator access from the street.

Same business under new management

Private schools are sometimes in the market for space, and an empty public school might be satisfactory. This happened in Birmingham, Michigan, where the Detroit Country Day School has moved from downtown Detroit to suburban Birmingham, renting the former Valley Woods Elementary School. The private school had seen its clientele moving farther and farther from its former inner city home, so the opportunity to follow the families to the suburbs meshed perfectly with Birmingham's early loss of public school student population.

The school boards of Kalamazoo and Springfield City, Michigan, rent space to private schools; the latter rented three rooms in an underused elementary school that lost 500 pupils when an air base closed.

There is also a good neighbor policy whereby a district rents empty space to a neighboring district with overburdened schools. This happened in New York State, where the Rye Neck School District has made a partially empty building available to the neighboring Rye City District on a fee basis. The rental helps support the Rye Neck program, while the space saves Rye City from having to operate overcrowded schools.

Housing government

Moving a district office into an empty schoolhouse is an established practice, but the sharing of a building by a school district and a municipal government is a comparatively new idea. Croton, New York, moved its school district offices into an empty school and then rented the other half to the town administration. The resulting School-Town Center saves on school and town taxes. Similarly, in nearby Mamaroneck, the district and town share a former elementary school and some personnel such as a telephone operator and a receptionist. The town pays $2 per sq ft a year, which is well below prevailing rents. Officials say that there is better cooperation because of

the proximity of the two offices, and that there are more tax dollars available from the school district and the town.

Other branches of government might be housed in a school building. Police and court offices now occupy the Court Street School in Freehold, New Jersey, and share the building with a senior citizen organization. In the same state, East Greenwich converted a 4-room schoolhouse on a main road into police offices, a courtroom, city offices, and a meeting room. In New York State, the Rotterdam Police Department and Judicial Offices now occupy the former Shelmont School after a $125,000 renovation.

Several conversions of schools to offices have been completed in Georgia. A high school built in Carnesville in the 1930s, which had been used in recent years only for home economics and social studies, has been converted into offices for the superintendent of schools and a branch of the public library. Another county, Rayburn, moved its school administration into a school built in 1954. And in a related conversion, White County relocated its education offices into a residence that used to be provided for principals.

The county government will manage and be the master leaseholder for tenants in an empty school in Goleta, California, that among other uses will house county offices.

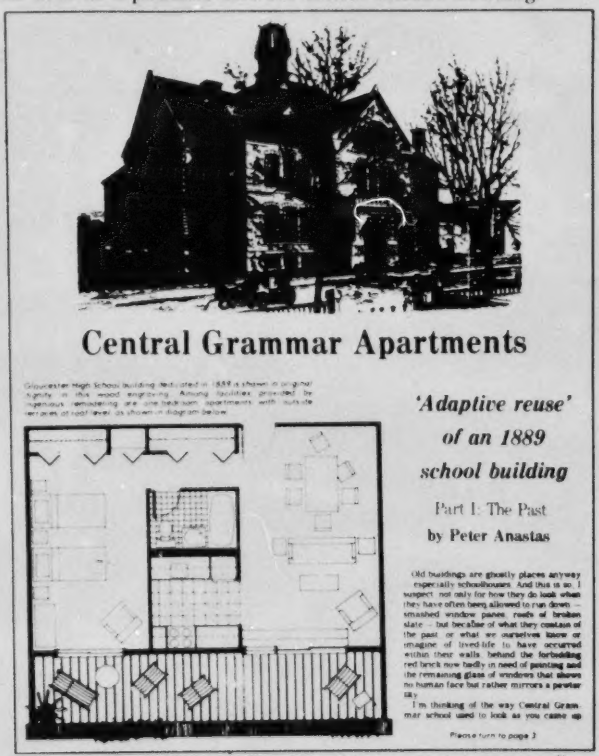
Conversions

Converting schoolhouses to recreation centers, senior citizen centers, museums, arts centers, community colleges, and adult education programs often makes only minor demands on the building itself. New plastering, windows, wiring or plumbing, a wall taken down or put up, and a great deal of paint are the main physical changes. (But too often even these modest improvements are not made!) There are also school buildings that can be completely remodeled to an entirely different use, such as housing.

One example of this has occurred in Gloucester, Massachusetts, where the 1889 Central Grammar School is being turned into publicly assisted housing for people over 55. A

nonprofit corporation, the Gloucester Development Team, purchased the building from the city for $95,000. The building can revert to the city in 50 years for just $1, so, in effect, the team has leased the building and its grounds for exactly half a century.

The 5-story building is located near city hall, two blocks from the main shopping area and three blocks from the city's bustling harbor. Its central location, with a limited need for transportation, is one of the factors that led architects to think of it as a possible site for senior citizen housing.



Central Grammar Apartments

Gloucester High School building, constructed in 1889 as shown in original dignity in this wood engraving. Among facilities provided by ingenious remodeling are one-bedroom apartments with outside entrances at roof level, as shown in diagram below.

'Adaptive reuse' of an 1889 school building

Part I: The Past

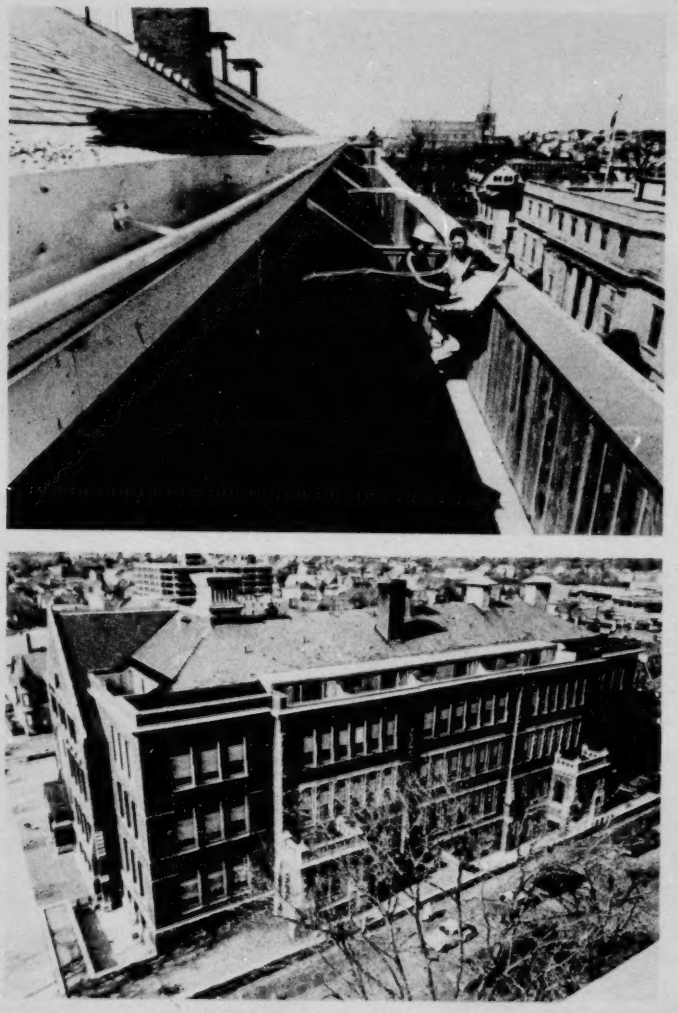
by Peter Anastas

Old buildings are ghastly places anyway — especially schoolhouses. And this is so. I suspect, not only for how they do look when they have often been allowed to run down — smashed window panes, roofs of broken slate — but because of what they contain of the past, or what we ourselves know or imagine of lived-life to have occurred within their walls, behind the forbidding red brick now badly in need of painting and the remaining glass of windows that shows no human face but rather mirrors a pewter sky.

I'm thinking of the way Central Grammar school used to look as you came up

Please turn to page 3

Reprinted with permission from "North Shore 75," the weekend supplement of Essex County Newspapers, Inc., May 3, 1975.



Developer cut back edge of roof of 1889 schoolhouse to make space for balconies for top floor of apartments.

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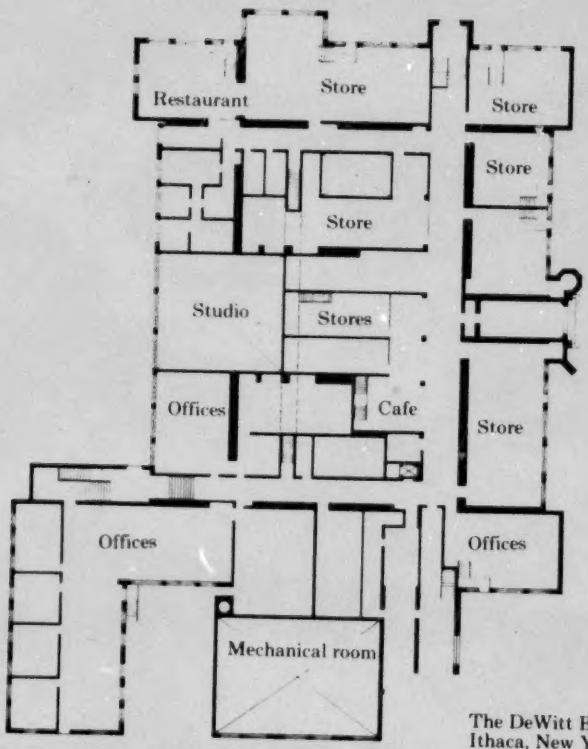
Eighty apartments are provided in the school. There is an elevator, complete security system, individually controlled heating units, and central garbage compactor system. Each apartment has one or two bedrooms, and access to private yard, terrace or balcony. Special accommodations have been included for the handicapped.

Each apartment will cost between 15 percent and 20 percent less than in a brand new building. The apartments themselves reflect their schoolhouse origins: high ceilings, hardwood floors, and wide corridors between apartments, all features that have made the living quarters unusually attractive to potential tenants. In addition, the building has a number of public rooms and ample parking space, and is tended by a resident manager. Rentals will be about $200 per month, but tenants will pay according to their means.

Not far from Gloucester, two schools in Boston are being converted to housing for the elderly. The Greater Boston Community Development Corporation purchased an 1890s



The DeWitt Building
Ithaca, New York

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schoolhouse for $96,000 and is transforming the 5-story building into 80 apartments. Similarly, the Beacon Hill Civic Association and the Bowden School Association bought an elementary school and plan to convert it into housing for the elderly.

Housing for senior citizens is not the only commercial use to which empty school buildings can be put. Salt Lake City has sold two schools for office conversion, and a high school in Claremont, California, was sold to a commercial developer and converted into an inn and related shops. In Ithaca, New York, a developer paid $20,000 for the DeWitt Junior High School, which now contains apartments, offices, and retail stores. The contract stipulated that at least $500,000 would be put into the building's renovation, which would give the city a higher assessment for property taxes. The development also provided jobs for construction workers and business for local material suppliers, and helped retain the quality of Ithaca's downtown.

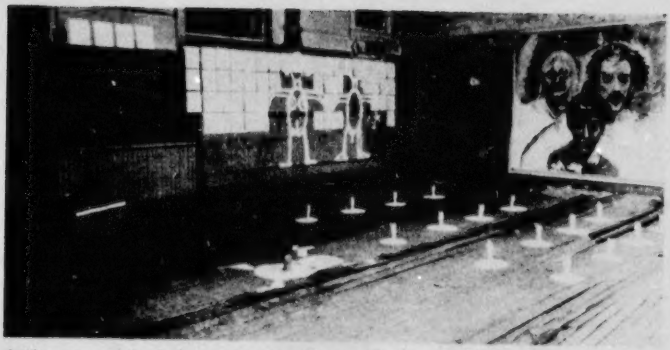
Shopping corridor in former high school, Claremont, California

Former high school converted to inn, Claremont, California

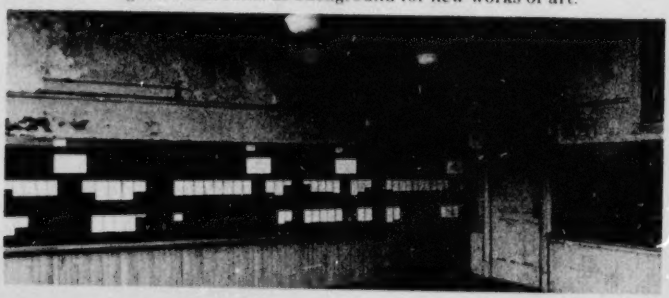
Art center opens in abandoned school

An influential arts society persuaded the New York City Department of Real Estate to lease a large 19th Century school building instead of selling it at auction. The building, which had been empty for 12 years, is valued at about $350,000 on the open market. The Institute for Art and Urban Resources, Inc., leases it for $1,000 a year for 20 years as an arts center that provides studio space for artists, galleries, and a performance space in the former auditorium.

City engineers estimated renovations would cost $1.5 million, but the arts institute borrowed $150,000 from a bank and did a minimum of electrical, plumbing, and structural work to make the place safe and clean. Very little painting has been done since the artists like to transform their own spaces. A $150,000 grant from the State Arts Council covers operating and program costs.



Artists use original classrooms as background for new works of art.



Walls were removed between some classrooms to create long, wide gallery.

2. Multiple closings provide multiple options

The phenomenon of empty desks is usually not confined to one school, although one section of a district may decline earlier than others. All the elementary schools in a district will feel the draft eventually, as will the intermediate schools and high schools in a few years. With this certainty a community should map out a strategy for the whole district instead of meeting each crisis one by one.

Several cities have faced wholesale closings resulting from shifts in population or the slowdown in births, or because schools were deliberately closed in an attempt to end segregation. Instead of mixing widely different programs in each empty school building when it became available, they have been able to assign new uses to buildings on a more rational basis.

The Duval County School Board, whose jurisdiction covers Jacksonville, Florida, was faced with 17 empty schools and reutilized most of them for the benefit of the public. Duval's operations can serve as a model for districts facing the prospect of multiple school closings.

Not all of Jacksonville's problems were caused by a declining birthrate. Eight schools were closed in 1971–72 to comply with court-ordered desegregation. Many parents moved out of the city or put their children into private schools. In all, the school population declined from 122,000 in 1968 to 111,000 in 1976, and the district was forced to find ways to reduce its inventory of schools.

Seven of the 17 empty buildings are entirely used by the district (although for different purposes than were originally planned) and two others are shared with other agencies. Two of the seven schools became office buildings. Southside Elementary School was in the central part of Jacksonville, just a few blocks from the school district headquarters. The headquarters were in part of a courthouse, and as the court's needs grew the district was asked to vacate its space. In recent years the district operated a community college program in the

former Southside school, and when the state took over the community college and relocated it, the board considered using the building for administrative headquarters.

The 2-story building had almost 43,000 sq ft of usable space. It was not airconditioned, and, says associate superintendent Don Bulat, "We knew that if we were to house an administrative program in it, airconditioning would have to be added."

The second school considered for office use was Mt. Herman Elementary School, a considerably newer building. Mt. Herman has almost 54,000 sq ft, was 11 years old, and was completely airconditioned. But because it is outside the center of the city, Bulat's office felt that it would not make an appropriate administrative center. However, it would make a good curriculum center for the district.

The decision to convert Southside and Mt. Herman to offices was done on a strict dollars and cents basis. The district was paying $5 per sq ft for 25,000 sq ft in its old administrative headquarters and needed more space. Its curriculum leaders were scattered all over the city, causing inefficient use of people and time.

"I felt that to recover our remodeling costs in five years would be an appropriate expenditure of public money," Bulat says. "Our 25,000 sq ft was going to cost us $625,000 over a five-year period. It was also going to leave us with cramped quarters and an argument with the landlord, since office prices were rising rapidly and he wouldn't want us to continue at the same rent we were paying.

"I found that for between $250,000 and $400,000 we could completely renovate the two school buildings, creating an excellent administrative space and curriculum center. The investment was certainly a sound one."

Jacksonville airconditioned Southside Elementary, partitioned and carpeted it, created an "office-like" atmosphere, and brought the building up to all necessary code standards. It is used by 150 people.

At Mt. Herman, airconditioning was improved, parti-

tions added, and, again, an office atmosphere created. Mt. Herman now houses 250 curriculum specialists and middle management people, including the district's maintenance and operations headquarters. The building also contains a 150-seat auditorium that is used by the district and the local community.

Storage and careers

Two other buildings—the 57-year-old, 30,000-sq-ft East Jacksonville Elementary School and the 13-year-old, 25,000-sq-ft Isaiah Blocker Elementary School—are being used as low-cost storage facilities. East Jacksonville is filled with surplus furniture and its yard is used for storing sewer piping. Blocker is the district's maintenance and operations storage center.

When Old Mayport Elementary School became available, the district's curriculum people quickly moved in to claim it. Old Mayport was a small building (13,000 sq ft) for 106 pupils, but even that low capacity could no longer be reached. However, Old Mayport has one very special attribute—it is located at the beach and as such was a natural site for a districtwide marine science center and laboratory.

Today it is constantly in use. Pupils from all of Jacksonville's elementary schools make at least one annual field trip to Old Mayport, and it is used as a career education center in marine science for some high school students. In addition, the center is fully booked for the next three years for visits (on a fee basis) by school groups from outside Jacksonville.

Two other buildings have been put to curriculum use. One, a 58-year-old high school of 47,000 sq ft, is being partially used as a career education center. The other, John Ford Elementary School, has been totally remodeled into a vocational skills center. This 2-story building contains 58,000 sq ft and is only 21 years old. Its size and condition made it a natural for remodeling and conversion. To convert the building from an elementary school to a skills center, the district spent $125,000 to change interior spaces and install equipment. It now serves as an annex to a nearby high school,

providing a career program opportunity that had not existed before.

Sharing and renting

The district uses two buildings in conjunction with other community agencies. One is the Darnell-Cookman Junior High School—a 22-year-old, 94,000-sq-ft structure—which is being used as a community school center, and as administrative offices for the school district and for a number of government-support programs. Darnell-Cookman has essentially been "mothballed" in expectation of its being returned to school use in the near future. It has been airconditioned, but little else has been done to it. The key to its operation today is that by being used it is protected from potential vandalism.

The other shared building, Forest Park Elementary School, has been leased in part to a federal agency for prekindergarten and adult education programs, and for administrative space for the federal agencies involved. The building is 21 years old, has 2 stories, and contains 59,000 sq ft. It also houses a district-run and -financed program for emotionally disturbed children.

"In both of these cases, the district shares the building with other agencies running compatible programs so we can keep them open at minimal cost," says Bulat. "This is sort of step two in our seeking new public uses for school buildings. First, we look within our own district; then we seek partners for available space. The next step is to find public agencies that can occupy a total building that we no longer need."

Two public agencies have taken over Jacksonville schools. One building is used as a halfway house by the sheriff's office. The other has been turned over to a junior college that is providing adult education programs for an adjacent community.

Fairfield Elementary School is a 64-year-old building originally planned for 270 students. It contains 17,000 sq ft of usable space. "When the interstate highway system was planned through Jacksonville, the planners had to make some

hard decisions," Bulat says. "One of those decisions brought the road right down by Fairfield, cutting it off from a large part of the community it served." As a result, Fairfield was not only an obvious candidate for closing, but it also could be converted to almost any use without a great deal of community engagement or outcry. Bulat says, "There are some uses for old schools that make sense from our point of view but are almost always rejected by the community. One such use is a drug rehabilitation center. Another is a halfway house for prison inmates being rehabilitated for a return to society. But because Fairfield was cut off from its community, we could put it into this kind of use. The city pays for the program and the use of the building. It gets a facility it needs and we put a closed school back into public use."

A more popular reuse of a school building is taking place at the district's Old Central Grammar School. It is a big building—3 stories, 64,000 sq ft—but it is 73 years old and its continued use for elementary-age children would violate state code requirements. Instead, it has been turned over to the local junior college, which is using state funds to provide adult education at no cost to the district.

And sometimes the wrecker's ball

When all district needs had been accounted for, and all public agencies that could immediately use available space satisfied, the district still had six of its original 17 schools available for further use. Their disposition was a little more difficult.

Two have already been bulldozed and their land sold. The Annie Beamon School was 55 years old when its life was ended. The 2-story wooden building was in bad physical condition and stood on valuable land.

The Jacksonville Beach Elementary School was also in poor physical condition and was also demolished. The land was sold to the U.S. Department of Housing and Urban Development (HUD), which arranged for, and underwrote, private financing for construction of an apartment building for the elderly.

Two others are currently up for sale, and although Bulat has some ideas about how they could be used, so far no arrangements have been made. Annie Lytle Elementary School—57 years old and containing 39,000 sq ft with high ceilings—seems ideal to Bulat for a motion picture studio. The 30,000 sq ft Oakland School, which started as an elementary school and then became a school for exceptional children, is 55 years old. Bulat sees its future as a health center or a center for unwed mothers. In both cases negotiations are under way with prospective users.

The last two buildings—Old Duval High School and A. L. Lewis Elementary School—are old and have been heavily vandalized. They sit on valuable pieces of land, and Bulat thinks they should be bulldozed, leaving the land to be sold for commercial or civic use. "One idea we're implementing is to build a land bank with the city. We trade land that we can no longer use in exchange for the right to purchase land we do need adjacent to occupied schools on small sites.

"In the cases we are examining, buildings around the schools have been declared substandard and marked for acquisition and demolition. If we can acquire that land, it will improve the school and therefore the neighborhood. In exchange, the city or HUD gets other land that it can use for its own purposes." Old Duval High School is the likely pawn in this particular trade, since the land it is on has tremendous potential value and could also return tax dollars to the city.

Bulat is now looking for other potential public uses, such as civil-defense disaster centers, for vacated school buildings. "We're going to have more buildings to put on the market," Bulat predicts, "and when we do I want to have the potential users waiting on my doorstep."

Community programs occupy empty school spaces

The Arlington (Va.) School District has had extensive experience with deploying surplus school space. It has reused 12 buildings fully or in part for nonschool purposes and has sold one building.

Multiple closings provide multiple options

When the Fairlington school's enrollment declined to an uneconomical level, its principal developed enough community programs--senior citizen, preschool, and theater--that the building became indispensable and could not be closed. Later, when a nearby school closed temporarily for renovation, Fairlington was able to squeeze in the neighboring students. Without Fairlington, the administrators would have had a problem finding temporary quarters, so the old school "paid off" by staying open.

Another school demonstrated that community needs can save a building and make it useful enough to warrant expansion. The phased-out Hoffman-Boston High School became an alternative school for junior high students, a preschool, a kindergarten, and a community center. Then the center became so popular that the community wanted space added, and, with funds from the recreation department, a new wing and tennis courts were added.

The county recreation department took over two schools when the school district had no further use for them. One became a senior citizen center, a co-op nursery, and a recreation center for all ages. The recreation department operates the building and pays the school district for maintenance services. The department's other school is used for the performing arts, but the district now borrows space for evening adult programs.

Adult education provided as an alternative for dropouts from high schools is the prime function of the Langston Brown Elementary School. The same building also houses community programs, and the operating and maintenance costs are shared by the district, the recreation department, and a community action program.

Community service seems to be the watchword of Arlington County. The Drew Elementary School has a capacity of 1,100 and an enrollment of only 400. Nevertheless, the building is fully occupied with programs that cover almost every conceivable service for a community: career education, adult education, a preschool, a kindergarten, a reading clinic,

daycare, recreation, free lunches in the summer, senior citizen lunches and recreation center, and a police-aide program.

Since there is a limit to the number of governmental programs that need housing, the Arlington Public Schools administration suggested to the school board that a citizens committee be established to recommend guidelines for selecting nongovernmental tenants in empty schoolhouses. The following questions were put forward for consideration.

Should the school board continue its present practice of considering individually each lease or joint occupancy arrangement and continue to restrict such arrangements to other governmental agencies?

Should the school board act as a lessor to permit other governmental agencies, nonprofit organizations, and/or organizations for profit to use portions or parcels of school property?

Should the school board permit youth-serving agencies (nonprofit or profit-making) to lease available public school spaces?

Should the role of the school board be expanded into additional service areas for developing human resources by extending the use of resources and assuming program responsibilities? (This may require legislative action.)

Should the school board discharge its responsibility "to provide for the erecting, furnishing, and equipping of necessary school buildings and appurtenances and the maintenance thereof" by conveying all school property to the County Board of Supervisors and leasing back only such portions or parcels as are needed for school purposes on a 3-to-5-year term basis? Should it lease from others as well?

Should a more comprehensive human resources unit be developed to include education with other community service agencies? (This may require legislative action.)

The guidelines are intended to include:

A means of identifying available space and making it known to prospective users.

A procedure for applying for space.

Guidelines for giving priority to applicants.

Relationships with existing school programs.

School services and resources that may be extended to successful applicants.

Restrictions to be imposed on space users.

Procedures for resolving conflicts during the lease period.

Means of determining fees or costs.

Budgetary and accounting procedures.

Other appropriate findings and recommendations.

Local committees determine new occupancy for empty classrooms

The Canadian city, Toronto, also invited citizen participation in finding new uses for empty school space. Toronto's problem, as of 1975, was still confined to empty classrooms and incomplete buildings, and the board of education set up local committees to allocate vacant rooms to nonprofit users.

The over all scheme is called Parallel Use, which means that a group can have exclusive occupancy of vacant educational space between 8 A.M. and 10:30 P.M., Monday through Friday. The decision on whether space is vacant and who can use it for each school is made by a Parallel Use Committee (PUC) of school staff, parents, residents, and local businesses and agencies. A PUC is established if a school has under 700 pupils and more than three empty classrooms, or if it has more than 700 pupils and over five empty rooms.

If a PUC accepts a nonprofit tenant (profit-making enterprises are discouraged by the central board), the tenant pays $1.61 per sq ft per year for heat, lighting, and maintenance. Alterations to a room are done by the board and charged to the user. Each tenant has to pay $40 a year for insurance, which brings the total annual payment to about $1,500 per room. From the income, the board allocates money to help subsidize groups that cannot afford the full rent.

During 1975 the city received 28 applications for Parallel Use classrooms. Twelve were for daycare or nursery schools; the others were evenly divided among recreation, social services, and education activities.

The taxpayers of Ritenour School District, a conservative community near St. Louis, Missouri, chose to keep the status quo when their board of education recommended reorganizing the grade systems. A drop in enrollment showed clearly that some elementary schools would have to close, and the administration recommended closing four, changing the 7–9 grade junior high schools to 6–8 grade intermediates, and converting one junior high into a second high school.

The citizens had difficulty in accepting an additional high school at the same time as other schools were being closed and rejected the proposal, even though the administration demonstrated a possible $200,000 savings in the restructuring. The board is now arranging to close three elementary schools (and has named a fourth for later closing) and will keep the K-6, 7-9, and 10-12 grade structure.

Ritenour's most centrally located school slated for closing will be converted into a prevocational preparatory school for grades 8-10. A second school may house adult education programs, particularly for the growing number of senior citizens in the district. No specific plans have been announced for the third school, but the district is considering a suggestion to lease it to the county's special education program.

Seven closed in Washington State

On Puget Sound, the Edmonds School District closed seven schools when enrollments dwindled and operating budgets were reduced. Five of them have been put to new uses, and the two most recently closed have been offered to two cities, Edmonds and Mountlake Terrace, for $1 a year rent. Both cities are evaluating how they could use the schools.

The Woodway Elementary School is being used as an alternative high school, and the Maplewood School was converted to a special education center for children with learning difficulties that could not be accommodated in their own service area. The classrooms in the Cypress Elementary School in Alderwood Manor are used as a warehouse for the district, and the gym houses a community recreation program.

A private school leases Martha Lake Elementary School in Edmonds and pays for its own operating and minor maintenance costs. The most diverse reuse is in the Edmonds Elementary School, which now rents space to seven private and public tenants. These are a theater and a business company; a federal housing agency; the city's family help agency, community college, and daycare centers; and the district's special education and food division.

So, the moral of these stories is to start planning for enrollment decline and school building reuse on a districtwide basis rather than school by school. Your task will be more time-consuming, but your chances of success will be greater. and one school and its constituency will feel part of a larger plan instead of feeling singled out.

3. Planning for reuse—some straight talk

Unless you are in a district that does not conform to the national trend, you are going to lose pupils. There is no need to guess wildly at this loss because with a little research you can estimate how many children will attend school during the next five years. (Kindergarten children five years from now are already born.) Ten-year estimates are more complicated, requiring estimates of births and, of course, being subject to all the uncertainties of a lengthier time span from today's baseline. But ten years is not a very long time in the life of a school.

In any case, look to see if there is a noticeable difference among populations in each grade of your high schools, middle schools, and elementary schools. If so, you have a good indication that school enrollments are reflecting birth changes or population migrations, or both. For example, in a district in which there are 600 students in each of the high school classes and no more than, say, 350 in any of the lower grades, it is not difficult to see that when the smaller classes reach the high school, the total district size will be considerably less.

Other factors will also affect the enrollments. For instance, a district with a private or parochial K–6 or K–8 school will get a "bump" if and when these pupils enter the public schools. Or, you may get more students staying through high school if your programs meet the needs of those who do not intend to go to college.

The next step is to analyze your student population on a school-by-school basis rather than districtwide. It may be that in one section of a community there is a decline in the number of elementary schoolchildren, while in another area the number of children entering school remains constant and will keep that school at or close to capacity. A Massachusetts district reports that in one attendance area there have been no births for the last three years, but two other schools will have a continuing flow of entering pupils for at least four more years.

Birth rates

The trends in grade-by-grade enrollments and school attendance zones are the most important—and easiest—pieces of demographic information to use. However, they must be supplemented with a knowledge of the number of preschool children, or lacking this, with the number of births to school district residents. Be wary of relying on the records of your local hospital. It may be that the maternity department has taken over the work of a nearby hospital or that it is regularly used by out-of-district residents. Make sure, then, that you understand the birth data you collect.

Since there is a five-year gap between births and kindergarten entrance, a census of preschool children residing in the district will give you a better indication than births alone of the size of entering classes over the next five years and will help to provide an opportunity to build a total statistical base for the future. With these data, and with a knowledge of the percentage of children who can be expected to go to nonpublic schools, you can make your first estimates on the most likely numbers who will be enrolled.

Incidentally, when taking such a preschool census, you might wish to acquire a piece of information that will help you make a ten-year projection and determine future total births: the age and family plans of women living in your school area. But be prepared for some opposition on the basis of invasion of privacy.

You also would like to know if these same women are planning to stay or to move out, and who (how old and how many children) will replace them. Now we are getting a bit sophisticated and the job at this point is probably best left to the professional demographer. However, you can ask the right questions about any projections that have been produced and are in a better position to decide how much confidence to ascribe to them as a base for school-closing decisions.

In and out migration

We have already suggested the desirability of knowing the frequency with which families move in and out of a neighborhood. Does the community attract young couples to small homes? Is it a "stepping-stone" community, holding on to its families only until they earn enough to move elsewhere? Is it a high tax area, driving out older couples? Is it too expensive for young couples? In which case, do the families moving in tend to be older, with fewer small children but many upper-grade youngsters? All these need to be assessed locally and, at least on a judgmental level, allowed to influence the enrollment data, or at least the decisions on school closings based on them.

Zoning and potential land development

You can obtain information about the availability of land and the type of building allowed under present zoning codes from city, town, or county governments, and from real estate agents. Real estate agents should be able to give an estimate of the number of housing units that will be built over the next five years, the type, price, and even a profile of the likely buyers. If most of the available building area is scattered lots on which two, three, or even four houses might be built, chances are good that real estate agents can provide a reasonable estimate of the possible child-impact on your schools.

If the available building area is in large plots, that could bring an influx of children even if the current lack of roads or sewers makes that unlikely. In this case you may be able to safeguard your district by working to effect legislation, or simply an agreement with the owner, that if the land is developed in a way that will attract a large number of children, the builder will help provide a school facility to accommodate those children. Such action has been taken in many districts with the cooperation of the builders, who use the availability of a new school as a selling point (but we are talking here of growth, not decline). Even with a new develop-

ment, there may be no need at all to build new schools. Yours may be a community simultaneously declining in school-age children in the older part of town and needing a new school in the developing areas. Perhaps growth and decline will cancel out the need for any new school, but only a careful analysis will tell.

There is another side to zoning. Some school-reuse proposals have been blocked by local zoning. In one case a school district wished to move its offices into a surplus school, but the community concerned fought it on the basis of nonconforming use.

Private schools

In some districts private schools account for 25 percent or more of the potential student body. Some private schools—particularly church-sponsored schools—are undergoing severe shrinkage and will consolidate, or even close down. Any district trying to estimate the number of pupils it will have to serve must keep close watch on the area's private schools. To the degree that they decline in enrollments, their former students may take up any slack that is developing in the public schools.

In recent years there has been an increase of private preschools that cater to working women who need all-day care for their children. In some districts almost twice as many children enter the first grade as are in the kindergarten programs. These new students are the offspring of women who wanted all-day care that was not available in public kindergartens. So it is necessary to look especially carefully at kindergarten enrollments as a predictor of first-grade size. Here is one case where the usual "cohort-survival" method of predicting enrollments could cause serious miscalculation of future numbers before establishing the customary grade-to-grade survival ratios. You will need to correct your first-grade enrollment projections to reflect this influx.

The cost of operation

In addition to demographic information, you have to know whether your buildings are economical to operate and maintain. With high energy costs, it is no longer enough to know only the total fuel and electric bill for the district. Records for each school must be established and kept up to date.

What you may find when you do this could be startling. For example, schools built during the 1950s and 1960s, with extensive exterior glass, may prove to be more expensive to heat and maintain than buildings constructed 30 years earlier. It may well be that the cost of heating a building will cause you to consider closing a newer structure before you close a sound, older one. On the other hand, the newer structure may have a higher percentage of usable space. For instance, its ceilings are lower. So a building-by-building analysis should be on a cost per net square foot or cost per square foot per pupil.

Other factors affecting which schools to keep and which to turn to other use are the carrying charges of the building itself (it is difficult to consider closing a building on which several years of payments must still be made); the cost of insurance, which may be lower on newer buildings; and the cost of transportation—the location of a building and the ease of reaching it.

There are also what might be considered the hidden expenses involved in determining whether to close School A or School B, or to make some other arrangement. For example, one school may have better or more flexible facilities than another. Size is important in choosing between two structures; you may prefer to maintain the larger one and leave some space idle since it would provide space for future expansion of programs or an unanticipated rise in student population.

The abandonment of any school should be examined in light of any plan you may have for the reorganization of grade levels in order to enhance the effectiveness of your educational program. Do you hope to have a four-year high school instead of a three-year one? Do you plan to move from K-6-3-3 to a K-5, middle school pattern? Each school closing must be

tested against its effect on the future organizational plan.

Our emphasis here has been on costs of operating the building. Any analysis must include the potential savings in administration and staff—people costs. These are the sensitive costs to analyze: How many persons would be absorbed elsewhere in the district, and how many RIF'ed (Reduction in Force)? For one elementary school, the total estimated savings to the district for closure have varied from $100,000 to $365,000 per year.

Looking at the educational program

You should also consider the unmet educational needs of the district, which fall roughly into two categories: needs that are now perceived as unmet by the district itself, and needs that the state or some other body may mandate that you meet in the future.

In Fairfax City, Virginia, for example, the city's building program to meet the quickly rising population in the 1950s and 1960s resulted in stripped-down schools. There were no art rooms, no music rooms, and the libraries were inadequate. A recent study suggests that, as student population declines, it will be possible to remodel the elementary schools to provide those facilities that the local community wants. Almost all of the anticipated empty rooms could be absorbed into the school program in this manner.

In a similar manner, when elementary school enrollments first declined in Yonkers, New York, the newly vacated rooms were turned into reading laboratories for pupils needing special attention.

Other educational demands that have been satisfied in rooms or areas no longer needed for classroom instruction include dramatics, auditoriums, physical recreation space, special education, teacher workrooms, and offices for specialists and for administration.

Obviously, the list of applicants for available space could go on and on. In Virginia, a school with a 60 percent decrease in population was able to fill every nook and cranny of its

building, and then claimed that it needed more space. The expansion of educational programs into available space must be watched with care, but before giving away or abandoning space entirely, it is important that a district examine its program to determine what areas have been skimped on and whether it would be wise to provide space in order to institute specific programs.

The mandates—present and coming

Many school districts do not now provide kindergarten programs. Since 49 states will now support local kindergarten programs, and many states mandate them, the likelihood is that the demand for this service will grow even while student population declines. If you do not have kindergartens in your district, they might well be the first candidate for available space.

In addition to kindergarten programs, some states are expected to require school programs such as adult education, postsecondary education, continuing education, and senior citizen education. Is it possible that any or all of these programs will be mandated for your school district within the next few years?

With one-third of the mothers of preschool children in the labor force (and one-half of the mothers of school-age children), we can expect only more demand for preschool and after-school programs. Reflect upon this in your planning.

Beyond any changes in educational program that may be enforced by the state, you must also be concerned with federal mandates. If your district is under integration orders, they must be taken into account when the possibility of closing schools is considered. Beyond that, if closing a school might cause segregation, you should be aware that a court suit is likely to be instituted and to be successful.

Beyond the issue of integration and segregation, courts have upheld the right of a school board to move children from one school attendance area to another. A board's right to close a school, redraw boundary lines, or otherwise change the

structure of its school system may be challenged in court, but based on past experiences the school board will eventually win.

Finally, consider the national movement to assure access to educational programs by the physically and mentally handicapped. In some cases the removal of architectural barriers for the physically disabled will be the issue (in which of your buildings can this be accomplished most readily?). In others, special resource rooms and additional support staff and services will be required. The key terms to consider are "mainstreaming the handicapped" and providing "the least restrictive alternative."

Legal constraints and government help

There may be legal factors that will affect whether you will choose to abandon a building. Districts in some states lose control of their buildings when they are not used for school purposes. This is true in California, and any profit made from selling those buildings goes into the state coffers. On the other hand, schools in Massachusetts are constructed by the cities; therefore abandoned schools remain the property of the city rather than the district.

In Nashville, Tennessee, the Charter of Metropolitan Nashville-Davidson County provides that any building declared surplus by the board of education is to be administered by the Public Property Administration, which may opt to rent, lease, or sell at public auction. Under the charter, title to all property is held by the metropolitan government for use by various public agencies and boards.

Even if an abandoned building is yours to do with as you wish, state law may be restrictive. In your state, can you sell or use a school building for other than school purposes without a community referendum? Even if no referendum is needed by law, is the local situation such that a referendum would be advisable? And, assuming you can determine to sell or lease a building, are there any restrictions on the activities that can be carried out within it?

In many states it would not be possible under any circumstances to lease a school building to a religious group, political group, or private school. In others, no such restrictions exist. Your freedom to act should be carefully researched before publicly announcing your intentions.

Will there be federal and state government assistance in coping with school reuse? Eventually. Even now bills have been introduced in the U.S. Congress to provide funds to local districts for conversion of schools to alternative public uses and to allow tax benefits for private corporations willing to purchase school property outright. In the New York State Assembly pending legislation would stimulate the conversion of surplus public schools to housing for the elderly.

Some states have legislation that *encourages* joint governmental use of school space—Arizona and California's "civic center acts" and Pennsylvania's 1972 act that expressly permits intergovernmental cooperation between most units of government including school districts "in the performance of their governmental functions, powers, or responsibilities."

The city of Jacksonville enacted an ordinance in 1975 establishing a Community Education Consortium. The consortium coordinates educational, recreational, cultural, social, health, and other agencies toward "a more efficient use of school and other public facilities through an extension of personnel, building, and equipment."

The school's role in the community

Before deciding on the disposition of a school building, check what role it plays in the community. In Austin, Texas, a committee has recommended against closing schools in the central city because that would end its residential character. The few people who are still there would move out, and current efforts to improve the inner city would collapse.

Strong community action forced Seattle to abandon plans for closing a group of schools. And in Jackson, Mississippi, efforts to rebuild areas of the city have been successful largely because the school buildings remain available, al-

though they are currently being put to other use. The city will return the buildings to school use when the residences are occupied and children are in the area and ready for school.

Some cities face another dilemma. Inner-city renewal efforts, including additional housing units, require educational and community facilities to be successful. Yet, over all, their district's school enrollment is declining. How does a school board rally support for more school space downtown while closing schools elsewhere? This can only point up to the need for broad community participation in the planning effort.

Define your terms

After you find all you can about pupil population trends, building conditions, and legal restraints in your district, what do you do with the information? First, check to ensure that the district has a definition of when space is "extra." In Newton, Massachusetts, before any schools were empty, the school board adopted a policy of defining what was meant by "surplus space," and then prepared to apply that policy statement against the conditions in its schools.

The Newton policy states that individual elementary schools should have sufficient classrooms to continue the present pupil-teacher ratio of 23.4:1 plus resource rooms equal in number to 15 percent of the classrooms. Thus, if a school had 468 students, it would need 20 homerooms (468 divided by 23.4) plus three resource rooms (15 percent of 20). The policy notes that library, gymnasium, and auditorium facilities are additional to these figures and "where lacking, adjustments would need to be made."

Applying the Newton formula becomes simple. If a school of 468 students has 25 classrooms, two are surplus. If it has 22 classrooms, it is one room short.

But the Newton formula also recognizes that a school cannot be seen as a separate entity. In a second section of its definition, it seeks to "reserve" a number of "geographically apportioned rooms" for uses such as "super resource rooms, after-school daycare and cooperative, funded nursery

schools." Thus the Newton formula takes into account not only the specific needs of a school but also the general over all needs of the system. More important, it defines exactly what is needed prior to any decisions that might threaten an individual school, thus defusing a potentially explosive situation. The formula is applied in an objective manner and the results can be made evident to all.

This process of defining what is surplus can be extremely important not only in making the decision to abandon a building, or part of a building, but also in showing the public that space which it perceives as empty or unnecessary is truly needed to maintain a program. In Fairfax City, Virginia, a straight pupils-to-classrooms analysis showed empty rooms, but when program needs were defined in advance of making the count, it was found that only one classroom in the entire district could actually be considered surplus, far fewer than had been projected.

Planning to plan

The task of planning for decline is complex; the proper organization to undertake the planning needs careful consideration. The responsibility for initiating planning rests with the school district, as will the formal adoption and implementation of a plan with all its consequences. In between, school board members, district administrators, teachers (maybe students?), parents, communitywide representatives (especially those knowledgeable in the needs of agencies that may be potential tenants), and public officials need to be orchestrated so that data are gathered and analyzed, options are sorted, tentative plans given public review, final plans refined, and implemental strategies developed.

No single organizational structure will work in all cases, but here are some considerations when organizing and assigning responsibilities:

- allow time—at least a year—from start to accepted plan
- provide plenty of opportunity for communicating the facts, the options, and the plan to the community, and for getting

questions raised and answered and fears allayed. (In one medium-sized district 32 public meetings were held before the process was over.)

- make sure the basic demographic and cost data are reliable, and find simple, clear ways of communicating them.
- sometimes professional consultants should be retained to develop data, undertake public opinion polls, and provide an objective review of alternatives.
- start the process before the first school is closed, before the community is fragmented.
- task forces set up to deal with special areas can be useful—like legal constraints, operating costs, human services needs in the community, and public communications.
- set realistic, but firm dates and schedules.
- beyond the development of the plan are implemental stages. Plan for the orderly completion and retirement of those responsible for the planning and the transfer of responsibilities to those who must make it work.

The plan itself should have long-term objectives and short-term goals. For instance, what are the district's general reuse objectives over the next decade? (Should it assume responsibility for broader services to a wider range of citizens within defined financial constraints, or, at the other extreme, provide the most efficient K-12 program and keep out of the human services and real estate business?) And short-term: What schools will be closed or converted next year, and what will happen to the students, the staff, and the tax base?

The plan is the first step; it may put into place a process that will keep the district from doing something it will regret later, while it is exploring the opportunities that enrollment decline and surplus space can make possible.

Special education facilities for handicapped students can be installed in schools that have surplus space. Intermediate School 237 in New York City suffered a severe enrollment decline even before it opened, so a complete floor was assigned for training physically and mentally handicapped students. The programs are designed to prepare the students to integrate into the regular classes in the other part of the building.

4. How the experts see population trends

Finally, let us step back and reexamine the big demographic picture. The baby boom that followed World War II coincided with the growth psychology of the nation and formed a basic part of it. Growth in power, economic development, per capita income, wealth, and consumer living standards all came to seem somewhat in the natural order of events. And growths in the number of births each year would continue to provide an undergirding of the momentum—or so it seemed.

Our "chartists" began to study only the postwar trends and, for the most part, neglected to bother with completed family size. They concentrated on total births and did not notice when family size began to drop from 3.7 in 1959, to 3 in 1965, and down to 2.5 in 1968. The "real" factor to them was the number of children born each year. This number had grown to 4.3 million in 1957 and continued to hover above 4 million until 1965.

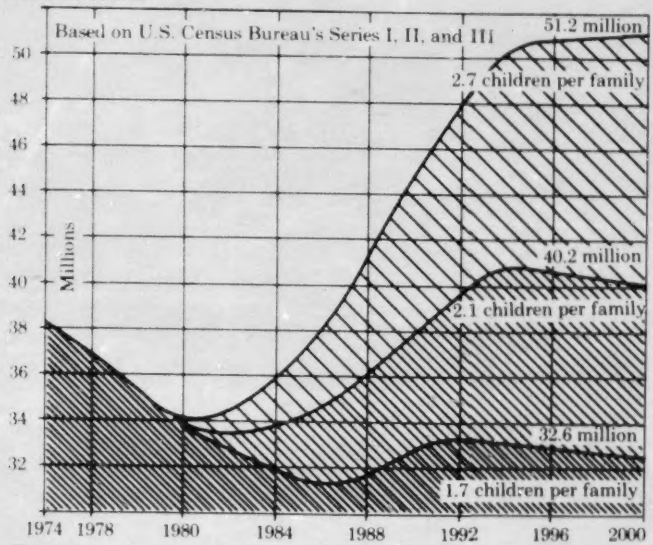
In 1975 births hovered just over 3 million, down a million from as recently as 1963, and completed family size was at its lowest point in our history (1.86 children/family in 1974). How much further down is it going?

Where are we headed?

The number of births can be estimated by multiplying the fertility rate by the number of women of childbearing age. However, the fertility rate (the number of births per 1,000 women aged 15–44) is not a precise measure since it is an average rate for the years involved.

Since 1961 the rising number of women of childbearing age has been offset by a declining fertility rate. But the bottom is not about to fall out, even if the fertility rate reaches 1.7 (it was 1.86 in 1974) as studies suggest, because the number of women of childbearing age will continue to increase from the 42.4 million of 1970 to a whopping 54.8 million in 1985 (a growth of 29 percent). These are the children of the postwar baby boom.

Yet while their number is practically certain, their values, their attitudes, and their expected family size are not. *Birth Expectations of American Wives*, a 1973 survey by the U.S. Bureau of the Census, shows that young wives aged 18–24 expect a family size of 2.3, which contrasts markedly with an average expectation of 2.9 in 1967 and 3.1 in 1965 surveys. (Replacement level of births to wives is 2.2.) Of these younger wives, 70 percent expect no more than two children, and the report concludes that "the low levels of expected future fertility among young wives in the United States suggest that the current low birth rates will remain low for the immediate future at least."

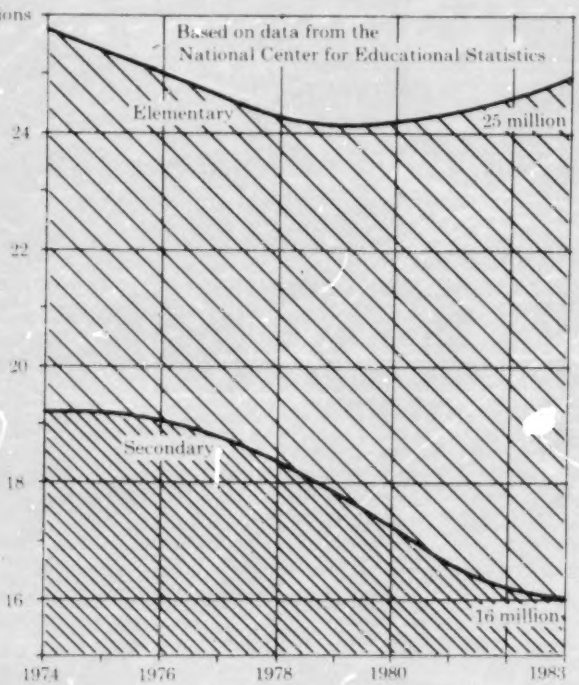


Projected population for ages 5 to 15

We can see where we may be going with school enrollments by examining the 5–9 and 10–14 age-groups projected by the Census Bureau in February, 1976. Since school-age children for 1979 have already been born (and their totals are heading downward), the projections start with births in 1980.

For that and subsequent years the Census Bureau projects three series, each based on a different number of children per family. If there were to be 1.7 children per family, the decline in enrollments would continue until 1986 before it starts to rise. With 2.1 children per family, the decline would bottom out in 1982 and by the year 2000 would exceed the 1974 total by 2 million. With 2.7 children per family, we could expect 13 million more school-age children in the year 2000 than in 1974.

The National Center for Educational Statistics uses a slightly different method in estimating school enrollments for grades K-12. It prepares only one projection, which shows



Projected public school enrollment

enrollments in elementary and secondary schools dropping from 45 million in 1974 to 41 million in 1983. Elementary enrollments will drop by about 1.6 million to a low of 24.2 million in 1980, then gain 800,000 by 1983. Secondary enrollments will decline more sharply, from 19.2 million in 1974 to 16 million in 1983. We deal, then, for the period through 1983 with a decrease of 4 million in total K–12 public school enrollment, plus or minus whatever uncertainties are reflected in selecting the family size factors suggested by the Census Bureau's three series.

It appears that Congress will approve a mid-decade census starting in 1985. In national terms this will provide a more frequent check on school enrollments.

Mobility

We are a country of movers, or rather of movers and stayers, and since we are also a society that values its freedoms, we neither directly control the movement of people nor require registration for a record of their comings and goings. Facts about mobility, then, are hard to obtain, and harder to estimate accurately, particularly for small political jurisdictions such as school districts, and more particularly for the number and age of children involved.

Regionally and nationally, we are better off, for the Census Bureau's sampling surveys provide us with both a national and Standard Metropolitan Statistical Area (SMSA) picture of population movement. We know that between 1970 and 1973 the South and West continued to experience a net in-migration while the Northeast and North Central regions each suffered net out-migration. We know also that of the child population aged 3 to 19 (65.5 million), about one-third moved to a different house during this time, but 45 percent of these moved within the same SMSA. While some of this total movement represents a trade-off (for each family moving out another moves in), much also reflects the regional shifts.

Mobility for school districts remains a key factor in demographic analyses and in planning for shrinking enroll-

ments. One of the newer measures of local mobility is the annual IRS tabulation of the local population that is made primarily for revenue-sharing purposes. It shows the number of dependents and the number of people over 65 by county of residence. Apart from this newer kind of data, the prediction of mobility depends for the most part on local information such as housing permits, telephone connections, bank accounts, water meter changes, and zoning modifications and variations. But each has biases, many are less than comprehensive, and a substantial amount of judgment is involved. Moreover, we are in a period of economic uncertainty where new individual housing, tract developments, and towns are nearly all in abeyance, but may burgeon again.

Alertness and vigilance are the essential ingredients for anticipating the impact of the movement of people on local school enrollments. This movement may not cause shrinkage or it may only dampen the rate of decline in school districts. For some, it will exacerbate the problem, while for many districts the combination of fewer births plus migration will yield a net loss of enrollment.

Your goal is to see that whatever adjustments are required are carried out equitably in a context of minimizing losses and seizing the opportunities for broadening the vision and improving the performance of public education.

Information sources

Arlington Public Schools
1426 Quincy Street
Arlington, Va. 22207

Mower County Senior Citizens Center
408 Fourth Street, S.E.
Austin, Minn. 55912

Austin Community College
Ridgeview Campus
901 Neal
Austin, Tex. 78721

Austin Independent School
610 North Guadaloupe
Austin, Tex. 78752

Birmingham Public Schools
550 Merrill Street
Birmingham, Mich. 48012

Greater Boston Community Development Corporation
177 State Street
Boston, Mass. 02109

Historic Boulder Inc.
885 Arapahoe Avenue
Boulder, Colo. 80302

Franklin County School District
Box 98
Carnesville, Fla. 30521

Griswolds Inc.
555 West Foothill Boulevard
Claremont, Calif. 91711

Rayburn County School District
Clayton, Ga. 30525

Cleveland Board of Education
1380 East 6th Street
Cleveland, Ohio 44114

Covina-Valley Unified School District
Box 269
Covina, Calif. 91723

Croton Public School System
Old Post Road
Croton-on-Hudson, N.Y. 10520

Dayton City Schools
348 West First Street
Dayton, Ohio 45402

Downers Grove Park District
6835 South Main Street
Downers Grove, Ill. 60515

Fairfax County Public Schools
10700 Page Avenue
Fairfax, Va. 22030

Federal Way School District No. 210
31455 - 28th Avenue South
Federal Way, Wash. 98002

Poudre School District R-1
2407 LaPort Avenue
Ft. Collins, Colo. 80521

Foxboro Public Schools
The Vincent Igo Administration Building
South & Carpenter Streets
Foxboro, Mass. 02035

Freehold Municipal Council
51 West Main Street
Freehold, N.J. 07728

Gloucester Development Team
94 Main Street
Gloucester, Mass. 01930

Goleta Union School District
5689 Hollister Avenue
Goleta, Calif. 93017

Huntsville City Schools
Box 1256
Huntsville, Ala. 35807

William Downing Associates
DeWitt Building
Ithaca, N.Y. 14850

Information sources

Jackson Public Schools
Box 2338
Jackson, Miss. 39205

Duval County School Board
1325 San Marco Boulevard
Administration Building
Jacksonville, Fla. 32207

Community Education Center
714 South Westnedge
Kalamazoo, Mich. 49007

Edmonds School District No. 15
3800 - 196th Street, S.W.
Lynnwood, Wash. 98036

Dudgeon Neighborhood Association
3200 Monroe Street
Madison, Wis. 53711

Rye Neck Union Free School District
310 Hornidge Road
Mamaroneck, N.Y. 10543

Mansfield Town Manager
Box 207
Mansfield Center, Conn. 06250

Monterey Peninsula Unified School District
Box 1031
Monterey, Calif. 93940

Mount Holly Community Center
48 Brainerd Street
Mount Holly, N.J. 08060

Metropolitan Public Schools
2601 Bransford Avenue
Nashville, Tenn. 37204

The Institute for Art and Urban Resources, Inc.
108 Leonard Street
New York, N.Y. 10013

Norwalk-La Mirada City Unified District
12820 South Pioneer Boulevard
Norwalk, Calif. 90650

Ocean City Historical Museum
409 Westly Avenue
Ocean City, N.J. 08226

Pickett Community Center
7071 Deer Drive
Pickett, Wis. 54964

Board of Education
West Irondequoit Central School District
370 Cooper Road
Rochester, N.Y. 14617

St. Paul Public Schools
740 York Street
St. Paul, Minn. 55106

Salt Lake City School District
440 East First South
Salt Lake City, Utah 84111

San Antonio Independent School District
141 La Vaca
San Antonio, Tex. 78210

Mohonasen School Districts
1930 Curry Road
Rotterdam, N.Y. 12306

Highline School District 401
15675 Ambaum Boulevard, S.W.
Seattle, Wash. 98166

Seattle School District No. 1
815 Fourth Avenue North
Seattle, Wash. 98109

Sioux Center Community School District
102 South Main Street
Sioux Center, Iowa 51250

Urbana Park District
Recreation Department
101 North McCullough
Urbana, Ill. 61801

Board of Education for District of Columbia
415 - 12th Street, N.W.
Washington, D.C. 20004

BOCES Salisbury Center
Valentine Road & The Plain Road
Westbury, N.Y. 11590

Curtis Community Center
Roberts Street
Wharton, N.J. 07885

Wichita Sedgwick Unified School
District 259
428 South Broadway
Wichita, Kan. 67202

Yonkers Public Schools
145 Palmer Road
Yonkers, N.Y. 10701

Ottawa Board of Education
330 Gilmour Street
Ottawa, Ont., Canada K2P 0P9

Oxford Board of Education
Box 636
Woodstock, Ont., Canada N4S 7Z8

Additional information

Four publications are recommended for further reading.

Shrinking Schools An /1/D/E/A/ occasional paper, 1975, available for $2.00 prepaid from /1/D/E/A/, P.O. Box 628, Dayton, Ohio 45419.

Declining Enrollment: What To Do AASA Executive Handbook Series, Volume II, 1974, available for $2.50 prepaid from the American Association of School Administrators, 1801 North Moore Street, Arlington, Va. 22209.

Fewer Pupils/Surplus Space EFL, 1974, available for $3.00 prepaid from EFL, 850 Third Avenue, New York, N.Y. 10022.

The Secondary School: Reduction, Renewal, and Real Estate EFL, available in Fall of 1976 from EFL, 850, Third Avenue, New York, N.Y. 10022.

Back to School to Live A 20-minute 16mm color film about the conversion of Central Grammar School to apartments (see story on page 30). Rental copies $30; sale copies $300. Available from Albert Viator, 3 Calder Street, Gloucester, Mass. 01930.

EFL Publications

The following reports are available from EFL,
850 Third Avenue, New York, N.Y. 10022

ARTS AND THE HANDICAPPED: AN ISSUE OF ACCESS Gives over 150 examples of how arts programs and facilities have been made accessible to the handicapped. A great variety of programs are included, from tactile museums to halls for performing arts, and for all types of handicaps. Special emphasis on the law, the arts, and the handicapped. (1975) $4.00

THE ARTS IN FOUND PLACES An extensive review of where and how the arts are finding homes in recycled buildings, and in the process often upgrade urban centers and neighborhoods. Over 200 examples, with special emphasis on "do's and don'ts." (1976) $7.00

CAMPUS IN TRANSITION Interprets demographic factors influencing college enrollments, discusses current academic trends, and describes how dozens of colleges are producing new income and/or providing new programs without building new facilities. (1975) $4.00

CAREER EDUCATION FACILITIES A programming guide for shared facilities that make one set of spaces or equipment serve several purposes. (1973) $2.00

COMMUNITY/SCHOOL: SHARING THE SPACE AND THE ACTION How schools share facilities with other public agencies to provide improved social services. The book discusses financing, planning, building, staffing, and operating community/schools. (1973) $4.00

THE ECONOMY OF ENERGY CONSERVATION IN EDUCATIONAL FACILITIES Recommendations for reducing energy consumption in existing buildings, remodeled projects, and future buildings. Explains the importance of including long-term operating costs and evaluating capital costs of electrical and mechanical systems. (1973) $2.00

EDUCATIONAL CHANGE AND ARCHITECTURAL CONSEQUENCES A report on school design that reviews the wide choice of options available for planning new facilities or updating old ones. (1968) $2.00

ENVIRONMENTAL EDUCATION/FACILITY RESOURCES Illustrates where and how students learn about the environment by using existing facilities in schools, communities, and natural sites. (1971) $2.00

FEWER PUPILS/SURPLUS SPACE Looks at the phenomenon of shrinking enrollments, its extent, its possible duration, and some of the strategies being developed to cope with unused school space. (1974) $4.00

FIVE OPEN PLAN HIGH SCHOOLS Text, plans, and pictures explain how five secondary schools operate open curriculums in open spaces. (1973) $3.00

FOUR FABRIC STRUCTURES Tent-like or air-supported fabric roofs provide large, column-free spaces for physical recreation and student activities at less cost than conventional buildings. (1975) $3.00

GENERATING REVENUE FROM COLLEGE FACILITIES Strategies used by institutions of higher education to produce income from their land and buildings. (1974) Single copies free, multiple copies 50 cents each.

THE GREENING OF THE HIGH SCHOOL Reports on a conference on how to make secondary school healthy. Includes the life-styles of adolescents and ways to accommodate them, open curriculums, and alternative education programs. (1973) $2.00

HANDS-ON MUSEUMS: PARTNERS IN LEARNING Case studies of fourteen museums that cater especially to youth by providing programs and facilities which involve visitors as participants in learning. Also reviews the impact of this philosophy on planning, staffing, and constituencies. (1975) $3.00

HIGH SCHOOL: THE PROCESS AND THE PLACE A "how to feel about it" as well as a "how to do it" book about planning, design, environmental management, and the behavioral and social influences of school space. (1972) $3.00

NEW PLACES FOR THE ARTS Provides descriptions of several dozen recent museums, performing arts facilities for theater or music, and multi-use centers built especially for these purposes. Includes listings of the various professional consultants involved. (1976) $5.00

ONE OUT OF TEN: SCHOOL PLANNING FOR THE HANDICAPPED Implications of the new laws for the handicapped, and alternative methods of educating handicapped children in public schools. (1974) Single copies free, multiple copies 50 cents each.

PATTERNS FOR DESIGNING CHILDREN'S CENTERS A book for people planning to operate children's centers. It summarizes and illustrates all the design issues involved in a project. (1971) $2.95

PHYSICAL RECREATION FACILITIES Illustrated survey of places providing good facilities for physical recreation in schools and colleges—air shelters, roofing existing stadiums, shared facilities, and conversions. (1973) $3.00

THE PLACE OF THE ARTS IN NEW TOWNS Reviews approaches and experiences for developing arts programs and facilities in new towns and established communities. Gives insights and models for the support of the arts, including the role of the arts advocate, the use of existing space, and financing. (1973) $3.00

REUSING RAILROAD STATIONS Reports the plight of abandoned stations and the rich architectural and civic heritage they represent. It advocates their reuse for combined public and commercial purposes, including arts and educational centers, transportation hubs, and focal points for downtown renewal. Extensively illustrated. (1974) $4.00

REUSING RAILROAD STATIONS BOOK TWO Furthers the advocacy position of the first book and describes some of the completed and underway conversions in more detail. A large section of the book explains some of the intricacies of financing that a nonprofit group would have to understand before successfully developing a railroad station. (1975) $4.00

STUDENT HOUSING A guide to economical ways to provide better housing for students. Illustrates techniques for improvement through administrative changes, remodeling old dorms, new management methods, co-ops, and government financing. (1972) $2.00

Films

The following films are available for rental at $9.00, or for purchase at $180.00 from New York University Film Library, 26 Washington Place, New York, N.Y. 10003. Telephone (212) 598-2250.

NEW LEASE ON LEARNING
A 22-minute, 16mm color film about the conversion of "found space" into a learning environment for young children. The space, formerly a synagogue, is now the Brooklyn Block School, one of New York City's few public schools for children aged 3-5.

ROOM TO LEARN
A 22-minute, 16mm color film about The Early Learning Center in Stamford, Connecticut, an open-plan early childhood school with facilities and program reflecting some of the better thinking in this field.

THE CITY: AN ENVIRONMENTAL CLASSROOM
A 28-minute, 16mm color film, produced by EFL in cooperation with the New York City Board of Education, shows facilities and resources in and around the city in which effective programs of environmental education are under way. Such diverse sites as the Hudson River, an incinerator, Chinatown, Governors Island, and a children's camp in a rural setting are analyzed for their contributions to the education of city children.

Credits

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